LEBANON
Response Plan

Inter-Sector Coordination Group Meeting

July 4, 2025

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Response Plan

Opening Remarks

ISCG Co-Chairs

Agenda

1. LRP Updates
   - Return
   - Steering Committee
   - 2026 Planning Timeline
2. Streamlining Coordination Exercise
3. Critical Needs & Funding Gap Analysis: Way Forward
4. Mid-Year Dashboard Guidance & Timeline
5. Crisis Definition and Scope of Analysis: JIAF and PiN Severity
6. Housing, Land, and Property Documentation in the South of Lebanon: A Rapid Needs Assessment
7. AoB: Accountability to Affected Populations

Action Points

Follow Up

Meeting	Action Point	Status
2-May-25	Protection sector coordinators to send the Protection Monitoring Reports to all sectors with sector specific findings recommendations for their review.	Ongoing
4-Apr-25	Inter-Sector Co-Chairs to hold meeting with sectors on updating the Inter-Sector Workplan considering the new developments and share it with sectors in August ISCG meeting.	Ongoing
17-Jan-25	Sectors to submit their LRP 2025 Working Group and Core Group ToRs. Deadline: by 17 March 2025. **Pending:** Education, Health, Child Protection	Paused

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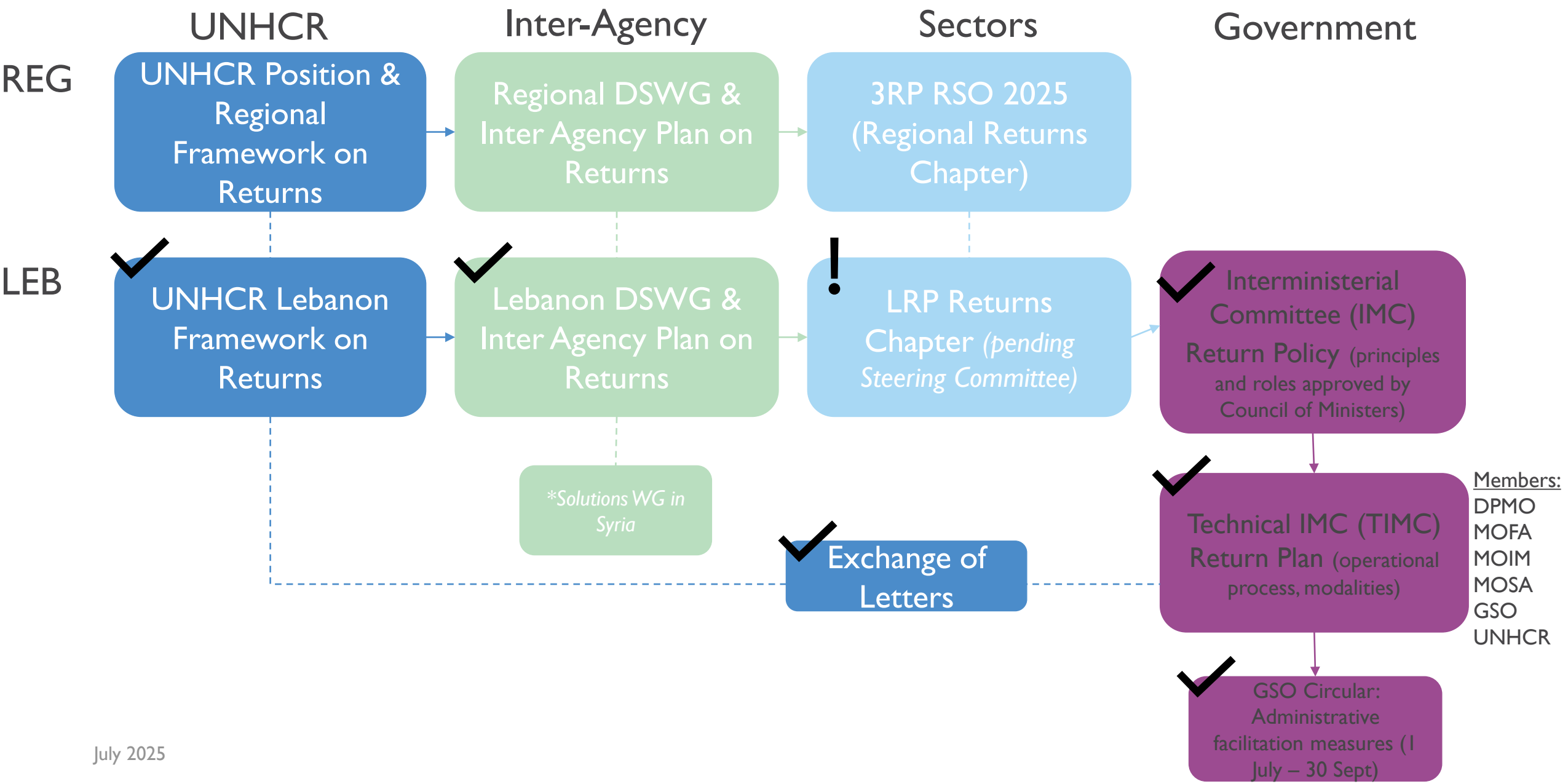
LRP Updates: Return, Steering Committee, 2026 Planning

Amalina Majid, Repatriation Officer (UNHCR)
Stephanie Laba, Inter-Agency Coordination Officer (UNHCR)

Overview of Framework on Returns in Lebanon



July 2025

Two Modalities for Supported Returns

1. UNHCR-supported "Self-organized" Voluntary Return Programme

Refugees known to UNHCR who voluntarily choose to return can approach UNHCR, be provided information, services and UNHCR return cash grant, following a voluntariness assessment, and self-organize their return to Syria through OCPs. → launched on 1 July

2. UNHCR & IOM-supported "Organized" Voluntary Return Programme

Refugees known to UNHCR who voluntarily choose to return can approach UNHCR, be provided information, services and UNHCR return cash grant, following a voluntariness assessment, and IOM organized transport to Syria. → ongoing discussions

UNHCR-Supported Self-Organized Voluntary Return

Return-related calls received through NCC: **6,600 calls**

- 38% from North
- 32% from Beirut, Mount Lebanon and South
- 29% from Bekaa

Interest in facilitated voluntary return program: **3,171 families (12,700 individuals)**

- 56% from North
- 30% from Bekaa
- 14% from Beirut, Mount Lebanon and South

UNHCR launch (1 July)

- Upscaling counselling and voluntariness assessments
- Issuance of Repatriation Forms
- First disbursement of return cash grant started yesterday (3 July)
- First self-organized returns will take place through Arida OCP (next week)

Streamlining Coordination Exercise

Stephanie Laba, Inter-Agency Coordination Officer (UNHCR)

Streamlining Coordination Exercise

Process

Background
- ISCG Co-Chairs drafted proposals for a streamlined coordination structure.
- Revised by: LRP lead agencies, Sector leads, and HCT members.

Current Status: Endorsed by the HCT.

Next Steps
- Develop detailed action plans with clear responsibilities.
- Refine timelines for each component.
- Identify focal points.

Request to Sectors
- Review elements under your sector's responsibility.
- Begin planning for implementation.
- Input will feed into actionable, phased plans.

Important Note
- Streamlining is a gradual transition, not an overnight change.
- Continued collaboration needed—especially to clarify area-based coordination.

Streamlining Coordination Exercise

Sector Working Groups and Sector Meetings

Actions Taken

- Reclassify SMC as a TWG under the Shelter Sector.
- Transition the Logistics Cluster into a Working Group.
- Deactivate the FSA Cluster and maintain it as a full Sector.

Proposed Actions

- Deactivate the Energy Sector.***
- Review the relevance and functionality of all existing Working Groups.***
- Initiate a light sector review led by Sector Lead Agencies (UN and NGO).***

Proposed Way Forward

- Limit sector coordination to national-level meetings once per month, with subnational meetings held quarterly or in emergencies*
- Establish minimum standards for Sector Coordinators at the national level.**
- Update Sector ToRs to reflect 2026 changes, including potential sector mergers**

*by 31 July 2025 (extendable based on feedback from concerned sectors/ entities)
**by 31 Oct 2025
***gradual implementation per sector with full implementation by 31 December 2025

Streamlining Coordination Exercise

Sub-National ISCG Coordination

Proposed Actions & Way Forward

- Establish sub-national ISCGs on an agency basis (Inter-Agency meeting), bringing together heads of sub-offices/area offices of partners operational in a given geographic area.*

- Shift to area-based coordination model. ***

- Reduce co-leadership at the sub-national level to a maximum of two co-chairs (agencies).***

*by 31 July 2025 (extendable based on feedback from concerned sectors/ entities)
**by 31 Oct 2025
***gradual implementation per sector with full implementation by 31 December 2025

Streamlining Coordination Exercise

LRP and Support to Government as LRP Lead

Proposed Actions & Way Forward

- Maintain UNHCR support to MoSA and MoIM at the sub-national level.*
- Simplify sector strategy templates, logframes, indicators, dashboard reporting, and financial reporting requirements.*** Ongoing
- Reduce frequency of LRP partner meetings from quarterly to twice per year.*

*by 31 July 2025 (extendable based on feedback from concerned sectors/ entities)
**by 31 Oct 2025
***gradual implementation per sector with full implementation by 31 December 2025

Streamlining Coordination Exercise

Shift in Coordination Capacity

ISCG:

- OCHA to continue support with international staff through 2025, with commitment into 2026.
- UNHCR to co-chair at national level via national officer starting Q3 2025, with dedicated LRP Secretariat and IM support.
- UNDP to provide national-level support through 2026.

Education & WASH: UNICEF to double-hat coordination roles in 2026

Health: UNHCR to step down from national and subnational co-chair role. Completed.

GBV Sub-Sector: UNFPA IM capacity – To Be Determined.

Child Protection Sub-Sector: IM capacity – To Be Determined.

PSEA Network: Inter-agency coordinator funded through 2025. Transition to national cost in 2026 (subject to available funding).

Streamlining Coordination Exercise

Shift in Coordination Capacity

- Review TORs and potentially consolidate the **LRP Joint Task Force** with the **Steering Committee.**
- Transition the **Nutrition Sector** to a development-oriented coordination model.
- Transition the **Child Protection Sub-Sector** to a Working Group (decision pending).
- Phase out the **Energy Sector** by 2026.
- **Confirmed Changes:**
  - **Gender in Humanitarian Action Working Group** integrated into the **Gender Working Group**
  - **Migration Network** transitioned into the **Migration Working Group**

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Critical Needs & Funding Gap Analysis: Way Forward

Eyram Dzitrie, Humanitarian Affairs Officer (OCHA)

Funding Gap Analysis: The Way Forward

Objectives

To help identify the most pressing and critical activities, quantify funding needs, and highlight the impacts of these gaps on affected populations.

The analysis will inform prioritization, operational planning, donor advocacy, and coordination efforts across the response.

Critical Needs & Funding Gap Analysis: Way Forward

Criteria for Defining Critical Activities

List the most critical priority activities within the sector where funding gaps have to be urgently addressed. Avoid listing numerous activities. Limit the listing to three or four activities per sector.

Level of Criticality	Description
High	Life-saving or essential activities that cannot be suspended and must continue regardless of the situation.
Medium	Activities that may be temporarily suspended or reduced with minimal impact.
Low	Activities that can be scaled down in the medium term or reprioritized due to funding constraints.

The above table provides broad definitions of criticality per activity while noting that within sectors, more nuanced criteria may apply.

Critical Needs & Funding Gap Analysis: Way Forward

Types of Critical Activities

Life saving activities

- ❑ Provision of Food and Basic Needs
- ❑ Essential WASH services in ISs and Collective Sites and rehabilitation of damaged WASH systems. Rehabilitation of schools and Education in Emergencies (EiE) interventions
- ❑ Critical Health and Protection/CP/GBV Services (inc. case mgt)
- ❑ Core Shelter services

Continuing activities

- ❑ Legal aid, PSS and community-based protection activities
- ❑ Nutrition support activities
- ❑ Other Education Activities
- ❑ Other Healthcare Activities
- ❑ Other WASH & Shelter Activities

Other critical activities for the response

- ❑ Economic livelihoods and social stability activities
- ❑ Capacity building, institutional support etc.…

Critical Needs & Funding Gap Analysis: Way Forward

Funding Requirements and Gaps

For each activity or set of activities:

Required Funding for the whole year (2025)

Estimate the funding needed for the activity in 2025 based on your sector's plan.

Available Funding as of end of Q2 2025

Indicate available funding (i.e., received and carryover) by end of Q2 2025. Providing this at activity level is encouraged, especially for high-severity activities.

Funding Gap

This is the difference between required and available funding.

E.g. The required funding for Critical Activity X in 2025 is $25K and funding available as of/by end of Q2 is $ 10K, so the funding gap for the rest of 2025 is $15K.

Critical Needs & Funding Gap Analysis: Way Forward

Applying a Geographical Lens

Geographic Lens:
While there is **no requirement to disaggregate funding data by location**, sectors are encouraged to draw on their coordination knowledge, field consultations, and existing data to indicate where a particular locality, **area or structures (e.g., collective or informal settlements, primary health care centres, schools, or other buildings used to provide services) requires urgent attention or support due to the risk or impact of gaps on people in need there.**

- **Example 1:** Due to the lack of funding for infrastructure rehabilitation, access to clean water remains severely constrained for 22,000 IDPs in parts of the southern suburbs of Beirut and the South, where water networks have been damaged due to the recent escalation.

- **Example 2:** Water trucking services to 16 ISs in West Bekaa hosting a large caseload are being forced to stop from August 2025 if funding is not secured by partners.

- **Example 3:** Around 40,000 people living in Akkar, Baalbeck, and Zahle are currently classified under food insecurity Phase 4. Without urgent funding to continue humanitarian food assistance over the next 2 months, we expect at least 10% of the 1.2 M people in Phase 3 could fall further into Phase 4.

Critical Needs & Funding Gap Analysis: Way Forward

Next Steps

Share draft Q1 report for review – ISCG co-Chairs (early next week)

Launch analysis update for Q3-Q4 gap (from next week)

- The critical needs & funding gap analysis is meant to be **light-touch but strategic**. Avoid listing every activity in your sector.
- Prioritize activities where **funding shortfalls are creating or will soon create significant operational challenges**
- Coordinate across partners in your sector to ensure a consolidated input.
- Keep bullet points **clear, concise, and action-oriented**.
- Please contact the Inter-Sector Coordination Group Co-Chairs at lebbeia@unhcr.org for clarifications, examples, or technical support with the exercise.

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Mid-Year Dashboard Guidance & Timeline

Stephanie Laba, Inter-Agency Coordination Officer (UNHCR)

Mid-Year Dashboard Guidance & Timeline

Overview

It's Time for the Mid-Year Sector Dashboard!

- Commitment to the government, donors, and partners to ensure accountability, transparency, and effective monitoring of the response's progress.

- Report on populations reached versus targets set, funding status, key achievements, challenges, and ongoing priorities.

- Used to produce these detailed narrative dashboards every quarter, but in our efforts to simplify the process for 2025 we agreed on the following:
    - Q1 & Q3: One page summary 'At a Glance' document.
    - Mid-year (Q2): Full dashboard (excluding case-study).
    - End of year (Q4): Full dashboard (including case-study).

- Template and review process have also been simplified for 2025.

Mid-Year Dashboard Guidance & Timeline

Timeline

4 July 2025	23 July 2025	25 July 2025	30 July 2025
Inter-Sector Co-Chairs to update the template and develop guidance for the mid-year dashboard, discuss them with ISCG members in the national ISCG meeting, and share them with Sector Coordination Teams.	Sector Coordinators to submit the LRP Mid-Year Dashboard Narrative & Logframe to ISCG Co-Chairs.	Inter-Sector Co-Chairs and LRP M&E Consultant to review the dashboards and provide red-line comments to Sector Coordination Teams.	Sector Coordinators to address red-line comments and publish designed dashboards.

Mid-Year Dashboard Guidance & Timeline

Guidance: Key Sector Data

Funding Status

Funding Status (as of 30 Jun 2025)	
Total received (Jan-Jun-25):	
Total carry-over from 2024:	
Required (ref. 2025 appeal):	

Population Figures

Cohort	in need*	Targeted *	Targeted Female*	Targeted Male*	Reached	Reached vs targeted (%)
Lebanese						
Displaced Syrians						
PRS						
PRL						
Migrants						
Total						

*Population In need and targeted should be similar to the figures from the LRP 2025 annual update.

Indicators

Indicator (selection)	Lebanese	Displaced Syrians	PRL	PRS	Migrants

P.S. Please include in this table all Indicators that can be disaggregated per cohorts.

Mid-Year Dashboard Guidance & Timeline

Guidance: Key Achievements & Results

- **Structure Your Reporting by Output:**
  - Clearly label each Outcome and Output.
  - Use a separate paragraph per output.
- **For each output:**
  - Analyze and data from output-level and activity-level indicators.
  - Disaggregate data by gender and nationality and provide gender analysis.
  - Summarize key results achieved and interpret their relevance to the sector's priorities and operational context.
  - Demonstrate how the results contribute to the relevant intermediate outcome(s) within the sector's results framework.
- **Comparisons:**
  - Compare achievements with the same period in 2024.
  - Compare progress against the sector's 2025 annual targets.
  - Explain any increase or decrease in performance compared 2024.
- **Address on underachieved or unachieved outputs:**
  - Identify any outputs that were not fully achieved as planned.
  - Reflect on the underlying reasons for these gaps.
  - Include lessons learned and suggest recommendations.

Mid-Year Dashboard Guidance & Timeline

Guidance: Key Achievements & Results

Example

Note: The figures used below are not actual sector data and are intended solely to illustrate structure and reporting style.

Outcome 1: Improved access to comprehensive primary healthcare

Output 1.1: Number of subsidized primary healthcare consultation

As of mid-2025, the sector supported 158,000 primary health consultations, reaching 40 per cent of the annual target (395,000). This reflects a seven percent decrease compared to the same period in 2024 (170,000 consultations). The decline is largely attributed to temporary closures of several PHC centers in the South and Bekaa due to security incidents and delayed funding disbursements in Q1. 54 per cent of consultations were provided to females and 46 per cent to males, with 24 per cent of beneficiaries under the age of five. Disaggregation by nationality shows 48 per cent of beneficiaries were Syrian refugees, 47 per cent Lebanese, and five per cent migrants and other nationalities. The gender analysis revealed no significant changes in access patterns; however, there was a notable drop in male beneficiary turnout in remote areas, possibly linked to reduced outreach activities. This output contributes to the sector's intermediate outcome on equitable health access, but mid-year underperformance underscores the need for strengthened preparedness, flexible funding mechanisms, and localized contingency planning. If challenges persist into Q3, additional mitigation efforts may be required to remain on track toward annual objectives.

Mid-Year Dashboard Guidance & Timeline

Guidance: Key Achievements & Results (continued)

Gender Analysis:

- Conduct a gender data analysis where data is available.
- Compare information about men and women to reveal gaps and inequalities likely to affect participation rates, access to services, fulfilment of basic needs, health status, vulnerability status, etc.
- Provide an understanding of why these gaps and disparities exist.
- Reflect on data from age, diversity, and disability perspectives where relevant.

Mainstreaming Activities:

- Focus on gender, protection, conflict sensitivity, and environment where applicable.
- Provide insights into how these activities are integrated within your sector's operations.

Mid-Year Dashboard Guidance & Timeline

Guidance: Key Achievements & Results (continued)

Prioritization

Describe, in a short paragraph, how your sector prioritized activities in response to decreased resources and increased needs. You may wish to briefly mention:

- Any **shifts in geographic focus**, target groups, or the **type/scale of interventions**.
- How decisions were made (e.g. **needs severity**, partner consultations, **funding levels**, or **access constraints**).
- If possible, link your prioritization to a **specific output or outcome** in your sector plan.

Mid-Year Dashboard Guidance & Timeline

Guidance: Key Achievements & Results (continued)

Example 1:

Due to reduced funding, the sector scaled down community outreach in moderate-risk areas and concentrated on delivering core services in the 20 most vulnerable informal settlements in the Bekaa. Prioritization was based on partner consultations and recent needs assessments. This directly supports Output 1.2 on maintaining essential services for high-risk populations.

Example 2:

Due to a 40% budget reduction, the sector deprioritized community outreach in low-severity areas and focused resources on primary service delivery in 25 high-priority informal settlements in the North and South. This decision was based on multisectoral vulnerability data and agreed upon in regional coordination meetings. The revised approach contributed directly to Output 2.1 on ensuring life-saving assistance to high-risk populations.

Mid-Year Dashboard Guidance & Timeline

Guidance: Key Achievements & Results (continued)

Localization

Describe how your sector advanced localization during the reporting period. Keep the paragraph short and focused, using quantitative or qualitative information as available. You may wish to mention:

- The **number or percentage of local actors** (e.g., national NGOs, municipalities, CBOs) engaged in coordination or implementation.
- Examples of **activities led by local partners** or **community engagement in the response.**
- Actions taken to support or strengthen local actors (e.g., **capacity building**, involvement in planning, access to funding).
- If exact figures aren't available, briefly **describe efforts and planned steps to enhance localization.**

Mid-Year Dashboard Guidance & Timeline

Guidance: Key Achievements & Results (continued)

Example:

Out of 24 sector partners, 14 (58%) were local NGOs actively engaged in both implementation and coordination. Local actors led 45% of sector activities during the reporting period. Community groups in Tripoli and Tyre were consulted in service planning, and two capacity-building workshops were held for new municipal focal points. These efforts supported the sector's goal of strengthening community ownership and sustainability.

Mid-Year Dashboard Guidance & Timeline

Guidance: Challenges, Risks, and Mitigation Measures

- Reflect on the most critical challenges faced by sector partners in implementing the sector strategy, including coordination.
- Present key challenges in concise paragraph format by priority.
- Use short sub-headings for each challenge to clearly label and rank them (e.g. 1. Funding Gaps and Activity Suspension).
- Where possible, include quantitative details, such as:
    - Number or percentage of affected service providers or partners.
    - Estimated number of people denied access to services.
    - Number of sites impacted by operational or funding gaps.

- At the end of the section, include a short paragraph on reflections and lessons learned (good practices that emerged and will be scaled up, adaptive strategies applied by partners or coordination teams, and key takeaways that may shape planning or delivery in the upcoming quarter).

Mid-Year Dashboard Guidance & Timeline

Guidance: Challenges, Risks, and Mitigation Measures

Note: The texts used below are not actual sector narratives and are intended solely to illustrate structure and reporting style.

Example 1. Funding Gaps and Activity Suspension:
The sector faced a critical funding shortfall, with only 38 per cent of the annual requirements secured by mid-year. As a result, several community outreach and case management activities in the North and Bekaa were suspended. This disrupted services in 35 facilities supported by 12 NGOs, leaving over 10,800 vulnerable households without essential support. As a mitigation measure, partners re-prioritized activities, focused on high-risk cases, and increased coordination to avoid duplication.

Example 2. Access Constraints Due to Security Volatility
Escalating tensions and security incidents in border areas, especially in South Lebanon, limited partner presence and delayed field implementation. Movement restrictions impeded data collection and disrupted service continuity. Mitigation included scaling up remote modalities and enhancing collaboration with local actors to maintain minimum service delivery.

Example 3. Coordination Fatigue and Partner Turnover
High turnover among partner staff, paired with increased reporting demands, affected participation in coordination meetings and slowed data consolidation. To address this, the coordination team provided onboarding for new focal points and organized targeted technical sessions to rebuild engagement.

Reflections and Good Practices
The use of flexible service delivery models (e.g. mobile units and remote case management) proved effective during access limitations and will be further scaled. Regular touchpoints with new staff improved partner engagement, and coordination fatigue will be mitigated through streamlined reporting tools in Q3.

Mid-Year Dashboard Guidance & Timeline

Guidance: Key Priorities for the Next Half of the Year

- Clearly outline the top three priorities that the sector will focus on in the upcoming half of the year.

- For each priority:
  - Be specific and action-oriented (e.g., scale up, finalize, roll out, assess, coordinate).
  - Explain how it responds to current gaps, emerging needs, or strategic objectives.
  - Where possible, link each priority to a relevant output or outcome in the sector framework.
  - Consider cross-cutting themes such as localization, protection, inclusion, and access.

- *Note: These should reflect both operational and strategic focus areas to guide planning and partner engagement.*

Mid-Year Dashboard Guidance & Timeline

Guidance: Key Priorities for the Next Half of the Year

Note: The texts used below are not actual sector narratives and are intended solely to illustrate structure and reporting style.

Example 1. Scale up service delivery in underserved areas:
To address persistent gaps in coverage, the sector will prioritize the scale-up of mobile service units in remote parts of the Bekaa and Akkar. This responds to access barriers identified in mid-year monitoring and directly contributes to Output 2.1 on equitable service delivery.

Example 2. Strengthen localization through targeted partner support
Building on identified capacity gaps, the sector will launch a tailored capacity-strengthening package for local partners, including financial reporting, M&E, and safe programming. This effort supports both the localization agenda and Output 1.3 on inclusive and sustainable implementation, aiming to improve local actors' access to decision-making and funding.

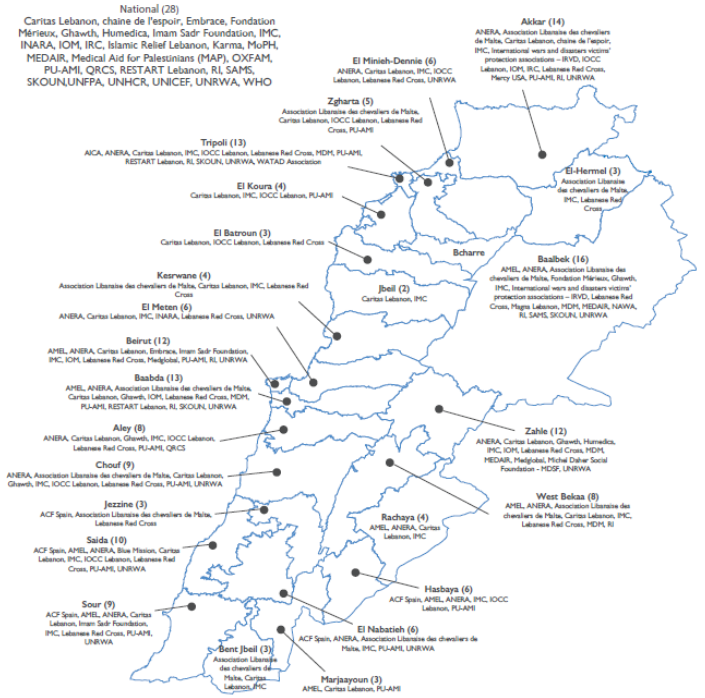
Mid-Year Dashboard Guidance & Timeline

Guidance: 3W Map at Governorate Level

3W Map at Governorate Level

- In the final product, add the 3W at governorate level.
- Under it, please list alphabetically all the sector partners who reported activities as well as donors in 2025.

Example



All 44 organizations mentioned below are contributing to the achievement of Health Outcomes prioritized under the LRP and reporting under ActivityInfo:
ACF Spain, AICA, AMEL, ANERA, Association Libanaise des chevaliers de Malte, Blue Mission, Caritas Lebanon, chaine de l'espoir, Embrace, Fondation Mérieux, Ghawth, Humedica, Imam Sadr Foundation, IMC, INARA, International wars and disasters victims' protection associations – IRVD, IOCC Lebanon, IOM, IRC, Islamic Relief Lebanon, Karma, Lebanese Red Cross, MoPH, Magna Lebanon, MDM, MEDAIR, Medglobal, Medical Aid for Palestinians (MAP), Mercy USA, Michel Daher Social Foundation - MDSF, NAWA, OXFAM, PU-AMI, QRCS, RESTART Lebanon, RI, SAMS, SKOUN,UNFPA, UNHCR, UNICEF, UNRWA, WATAD Association, WHO.

According to the Q4 2024 financial update, the top 10 donors to the health sector under the LRP are listed below:
UNITED STATES OF AMERICA, PRIVATE DONORS, EUROPEAN UNION, FRANCE, GERMANY, NORWAY, Italy, LHF-OCHA, Central Emergency Response Fund - CERF, UNITED KINGDOM

For more information, please contact: **lebhealthsector@who.int**

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Response Plan

Crisis Definition and Scope of Analysis: JIAF and PiN Severity

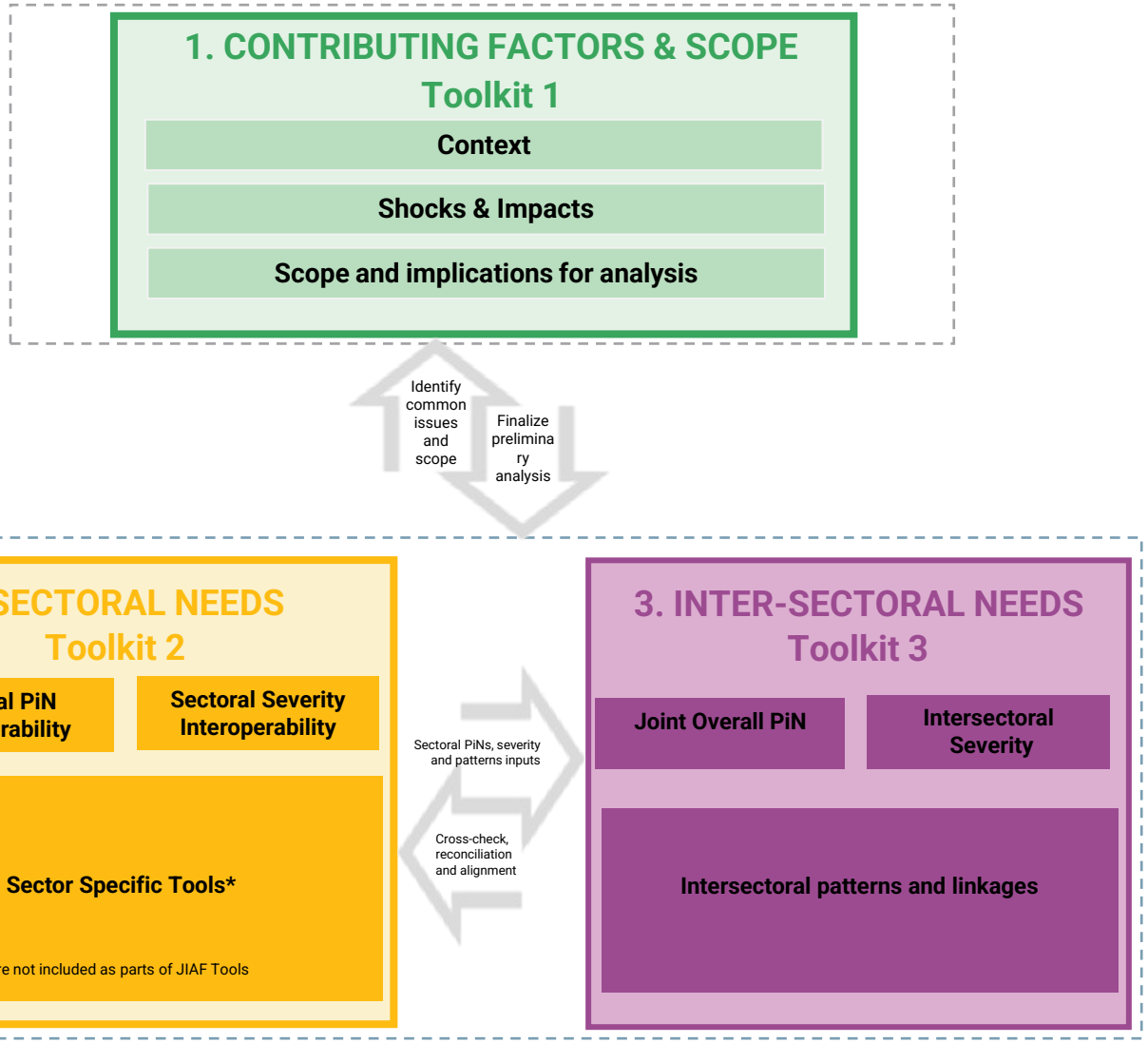
Eyram Dzitrie, Humanitarian Affairs Officer (OCHA)

Crisis Definition and Scope of Analysis: JIAF and PiN Severity

How does JIAF Work?

Provides an Analysis Framework

Helps structure, analyze and synthesize information to determine the humanitarian needs of people affected and determine the key characteristics of the crisis.



Crisis Definition and Scope of Analysis: JIAF and PiN Severity

JIAF Process

Module 1
Contributing Factors and Scope

Joint working session to identify common parameters and scope

*****Tentative date for JIAF Refresher training –**
week of 14 – 18 July

Module 2
Interoperable Sectoral Analysis

Sectors conduct sectoral needs analyses, submit sectoral findings and methods

Module 3:
Intersectoral Analyses

Joint working session(s) to examine sectoral analyses and conduct intersectoral analyses

Crisis Definition and Scope of Analysis: JIAF and PiN Severity

Scope of Analysis

What do we mean by scope of analysis?

Guiding questions to discuss and agree on the scope:

- Will the analysis cover the whole country or parts of it?
- How will the analysis be broken down and disaggregated ('unit of analysis')?
- Will different regions and population groups need to be assessed and analyzed differently?
- What constitutes critical needs in the context of the response?
- What are the implications for data collection?

Crisis Definition and Scope of Analysis: JIAF and PiN Severity

Defining the Crisis: Shocks and Impact

What do we mean by shock?

An **event** impacting people and systems, **disrupting** lives and livelihoods, resulting in human suffering and requiring urgent humanitarian response, eg:

- Natural hazards, climate-induced shocks (earthquakes, hurricanes, floods, droughts, volcanic eruptions..)
- Conflict and violence
- Health shocks (disease outbreaks..)
- Economic shocks (sudden economic crisis, hyperinflation..)
- Other disasters (oil spills, pests affecting crops..)

What do we mean by impact?

Negative **consequences** and **impacts** of a disaster (shock) on people and systems who are vulnerable to them (context), eg:

- Displacement
- Damage or destruction of buildings and infrastructure,
- Food insecurity
- Disruption of basic services

Crisis Definition and Scope of Analysis: JIAF and PiN Severity

Lebanon: Context and Contributory Factors [DRAFT for discussion]

The **environment** in which we operate and **factors** that **directly contribute** to and **influence** humanitarian outcomes:

Socio-demographic:
- Population cohorts
- urban/rural
- % Female-headed households, etc

Economic and livelihoods:
- Economic situation
- Food insecurity
- Global aid funding freeze
- Under-resourced public service provision

Political and Security situation:
- Formation of new government
- Regional stability, tensions and new spillovers
- Localized flare ups, internal security situation and social tensions
- Political developments around return process for Displaced Syrians

Crisis Definition and Scope of Analysis: JIAF and PiN Severity

Lebanon: Shocks and Impact [DRAFT for discussion]

Shock	Locations	Est. population exposed	Description of shock	Impact on systems	Impact on humanitarian access
Conflict	South, Nabatieh, Baalbeck-El Hermel, Bekaa, BML (Southern Suburbs)	As of June 2025, 83,000 remaining IDPs and 981,000 returning IDPs. XXX in hard-to-reach areas	Ongoing violations and attacks in Lebanon that continue to disrupt communities, particularly in Southern Lebanon. The severity of incidents including airstrikes targeting specific areas would lead to an increase in injuries and fatalities.	Displacement, loss of lives, disruption of livelihoods and contributing to food insecurity (destruction of agricultural land and supply chains), destruction of infrastructure, leading to a protracted humanitarian crisis.	Movement restrictions and security risks due to continuing presence of the Israeli Army in areas in the South and access to some towns remaining blocked.
Spillover from Syria	Particularly Akkar, North, Baalbeck-El Hermel	140,000 (as of June 2025)	Hostilities in Syria since the change in Government took place in December 2024 have triggered waves of new arrivals into Lebanon. Cross-border displacements from coastal regions in Syria have occurred through both unofficial and official crossings.	Pressure on already vulnerable host communities, and services overstretched leading to gaps.	Bureaucratic barriers and security risks. Also risk of social tensions between host communities and new arrivals.
Water Scarcity ??? (TBD)			Lebanon is experiencing historically low rainfall levels (reportedly dropping by 50% compared to the annual average)	Adverse impact on agriculture, access to clean water, health, and livelihoods.	This is likely to exacerbate existing social tensions as people compete to find alternatives

Crisis Definition and Scope of Analysis: JIAF and PiN Severity

Lebanon: Scope of Analysis [DRAFT for discussion]

Population Groups in Need

Population Group	Main Locations	Proposed unit of analysis
Lebanese in crisis-affected areas	Akkar, South, Bekaa, Mount Lebanon	District
Displaced Syrians	Bekaa, North, Beirut/Mount Lebanon	District
Palestine Refugees (PRL and PRS)	Camps and gatherings countrywide	Camps and surrounding gatherings
Migrants	Urban centers, Mount Lebanon	Governorate

Geographic Areas of Concern

- South Lebanon: Displacement, destruction of homes, disrupted access to health and education.
- Bekaa: High concentration of displaced Syrians, livelihood loss, shelter degradation.
- Akkar: Border insecurity, poor infrastructure, high unemployment.
- Beirut Suburbs: Overcrowding, poverty pockets, destruction resulting from still ongoing airstrikes, GBV risks.
- Palestine Camps: Overburdened services, protection risks, deteriorating infrastructure.

Housing, Land, and Property Documentation in the South of Lebanon: A Rapid Needs Assessment

Diego Redondo Cripovich, Protection Officer (IOM)

HOUSING, LAND AND PROPERTY DOCUMENTATION IN THE SOUTH OF LEBANON: A RAPID NEEDS ASSESSMENT

June 2025

Introduction and objective

- The escalation of hostilities in Lebanon during and after September 2024 led to severe destruction, affecting approximately 100,000 housing units and resulting in an estimated USD 3.2 billion in damages, according to the World Bank.
- Evidence on housing, land and property (HLP) issues, particularly regarding the loss or damage of HLP documentation, is limited in Lebanon, especially following the September 2024 hostilities.
- HLP rights are one of the core components of the IASC framework for Durable Solutions for IDPs
- IOM conducted this rapid assessment to understand whether:

1. HLP ownership documentation was lost or destroyed during the recent iteration of conflict;
2. Affected populations and stakeholders see the lack of HLP ownership documentation as a challenge to rebuild their lives after displacement;
3. Communities and government counterparts believe there is a role for the humanitarian community to address these challenges;
4. Affected communities identify any potential risks to social cohesion due to the damage and destruction of property and documentation.

Methodology and limitations:

Qualitative approach: focus group discussions (FGDs) with the affected population, key informant interviews (KIIs) with government stakeholders as well as a focus group interview with legal practitioners.

In total, IOM conducted five FGDs, one focus group interview and four KIIs with **39 individuals** overall. Data were collected between the end of February and beginning of March 2025.

Purposive sampling was used for FGDs to include **individuals affected by the armed conflict and whose houses were completely destroyed in the South of Lebanon**. 3 districts covered: Nabatieh, Bint Jbeil and Sour. KIIs were conducted with interviewees from affected municipalities, real estate judges and mokhtars. The FGI was conducted with legal practitioners.

Limitations:

This assessment **does not amount to an HLP situational analysis**. Nor was it intended to explore other aspects of HLP rights beyond the loss or destruction of ownership documentation, levels of knowledge regarding document retrieval and perceptions of potential social cohesion issues. **It also does not provide in-depth information on the legal framework for property registration in Lebanon**. **These areas require further investigation and dedicated research**, some of which are expected to be addressed through forthcoming sector-level assessments and ongoing monitoring efforts.

Findings

FINDING 1: PARTICIPANTS FROM AFFECTED COMMUNITIES LIVED IN HOUSES DIRECTLY OWNED BY THEM OR A FAMILY MEMBER PRIOR TO DISPLACEMENT

At the time of the FDGs, all participants reported to be in the process of returning to their area of origin or former residence, temporarily staying with relatives or in rented accommodation

FINDING 2: MOST IDP HOUSEHOLDS INTERVIEWED WHOSE HOUSES WERE DESTROYED ALSO LOST HLP DOCUMENTATION

The majority of participants were forced to flee suddenly, leaving little to no time to gather belongings or adequately prepare for displacement. As one participant explained: "We had no time to prepare anything, we left with the clothes we were wearing only." Most fled without their HLP documentation, which was subsequently destroyed along with the property. One participant explained why they did not take their documentation—not only due to time constraints but also because they believed they would, "return quickly, like we did in 2006."

Findings

FINDING 3: INCONSISTENT LAND SURVEYING BY STATE AUTHORITIES AND ERASURE OF BOUNDARIES COULD LEAD TO POTENTIAL LAND DISPUTES

A land and property survey is the process of measuring and mapping the physical features and boundaries of a piece of land. This includes determining property lines, identifying natural or man-made features and documenting land dimension and elevation.

When land and property are surveyed, individuals can request through an administrative process a copy of the lost documentation, and the boundaries and limits are clear.

If land and property were not surveyed, its boundaries, coordinates and dimensions are not stored in state archives. In such cases, individuals may have different HLP documents. If these documents are destroyed or lost, parties must reach an agreement on what details they contain, including land dimensions.

The presence or absence of cadastral surveying severely impacts the complexity, costs and feasibility of retrieving HLP documentation through administrative processes. It is also a key factor in determining the potential for land disputes in the aftermath of displacement and property destruction

Participants to FDGs expressed differing views on the potential of land disputes. Some believed there is potential for social tension due to the lack of clarity of property boundaries, specially for land that is unsurvey. This latter view was prevalent among key informants. One of the judges interviewed suggested that even for those properties that had been surveyed, support would be needed to help individuals demarcate the physical boundaries of their land before reconstruction efforts could begin.

Findings

FINDING 4: PARTICIPANTS HAD VARYING DEGREES OF INFORMATION ABOUT THE PROCESSES TO RESTORE MISSING HLP DOCUMENTATION, OFTEN EXPRESSING CONTRADICTING VIEWS.

Participants from affected communities demonstrated inconsistent and often inaccurate information regarding the processes to retrieve HLP documentation, leading to contradicting statements and discussions during the FGDs.

While the exact procedures to retrieving documents were unclear to many, all male participants to FGDs agreed that it would be easier for those whose properties had been officially surveyed.

FINDING 5: PARTICIPANTS EXPRESSED DIFFERENT VIEWS ON THE NEED FOR LEGAL AND FINANCIAL SUPPORT. WHILE SOME BELIEVED THEY COULD RECOVER DOCUMENTS INDEPENDENTLY, OTHERS REQUESTED SUPPORT FROM KEY STAKEHOLDERS IN THEIR COMMUNITIES, INCLUDING MUKHTARS AND MUNICIPALITIES.

There was consensus among all participants from the affected community that the process to retrieve HLP documents can be costly, depending on the size of property and the particularities of each case. However, some FGD participants expressed the existence of more pressing livelihood recovery and business support needs that should be prioritised over any potential legal costs associated with regaining HLP documentation.

All authorities consulted through KIIs, as well as legal practitioners, agreed that assistance is essential to navigating legal procedures and expenses, specially for complex cases (unsurveyed, disputed land, etc.)

Among participants who recognised the need for assistance, there was a preference for this assistance to be delivered alongside shelter rehabilitation. Key informants also believed it would be useful to provide support to retrieve documents and demarcate land as a preparatory step before shelter rehabilitation or reconstruction interventions.

Findings

FINDING 6: HLP ISSUES WERE TYPICALLY MANAGED BY MEN, WITH BOTH WOMEN AND MEN REPORTING THAT WOMEN HAD LIMITED ACCESS TO INFORMATION ON OWNERSHIP DOCUMENTATION.

While all men who participated in the FGDs had some level of information on HLP documentation, even if inaccurate or incomplete, none of the women were able to take part in the separate discussion organized for them on this topic. All women agreed during the FDGs that this is a "men's issue". The women agreed that this poses challenges for female-headed households who cannot rely on male family members to manage issues related to HLP document retrieval.

This is a preliminary indication that women have less access to information on HLP issues. This finding should also be read in the context of overall gender inequality in Lebanon.

FINDING 7: DAMAGE OF STATE FACILITIES HINDERS THE CAPACITY TO PROCESS ADMINISTRATIVE REQUESTS, INCLUDING THOSE RELATED TO DOCUMENTATION.

Key informants, including the Mukhtar, judges and community members, expressed concern over the state of damaged facilities, emphasizing the need for reconstruction plans to restore operational capacities. These participants highlighted the need to repair offices and replace office equipment to enable the processing of administrative claims, underscoring the necessity of State support in addressing these challenges.

Findings

FINDING 8: SECONDARY OCCUPATION DID NOT TAKE PLACE DURING DISPLACEMENT

Secondary occupation occurs when a person occupies the land, house or building of another. Secondary occupation can occur in good faith, as illegal occupation or as land grabbing.

When asked about these issues, all participants of FGDs and KIIs agreed secondary occupation had not occurred in their communities. Based on the evidence gathered, secondary occupation does not appear to be an issue in the current context of return and displacement in Lebanon.

FINDING 9: OTHER ISSUES

It is worth noting that civil documentation—such as marriage certificates, IDs and birth certificates—was described as easy to obtain, with lower costs and clearer procedures.

However, further research is needed to assess if women or other groups face challenges not described in the FGDs. For example, the inability of women to transfer Lebanese nationality to their children, and the limitations for birth registrations outside of wedlock, are commonly known to limit access to civil documentation. All FGD participants agreed that livelihoods, shelter rehabilitation and compensation are key priorities for their recovery. However, they reported being unaware of any government plan in this regard.

Recommendations

1. **Target HLP assistance for heavily impacted areas**
2. **Facilitate community-centred awareness on documentation retrieval**

- Collaborate with local stakeholders to co-develop and disseminate clear, accessible information on the processes, responsible authorities and potential costs involved in retrieving HLP documentation.
- Explore opportunities to involve legal practitioners, municipalities and civil society groups in localized awareness sessions—especially where there is low knowledge among women or female-headed households.
- Tailor messaging to both surveyed and unsurveyed land contexts, reflecting the different pathways and risks associated with each.

3. **Assess the need for individualized legal and administrative assistance**

- Further assess the types of cases or population groups that may not be able to navigate documentation recovery without tailored support (e.g., elderly, persons with disabilities, women without male family members).
- Pilot a light-touch legal aid approach in selected communities to better understand what forms of legal accompaniment are most effective and cost-efficient.

Recommendations

4. Consider financial barriers to accessing HLP documentation

- Based on community consultations and legal expert input, explore options for offsetting or reducing the financial burden associated with documentation recovery—especially for vulnerable households.
- Any support could be piloted in collaboration with local authorities and focused initially on cases involving surveyed properties to reduce risks of dispute escalation.

5. Advocate for housing and infrastructure recovery

- Engage with the government and international stakeholders to support the reconstruction of civilian infrastructure and residential houses.
- Increase communication on government-led compensations schemes for affected households if any.

6. Support local Government stakeholders

- Strengthen the capacities of Mukhtars and municipalities involved in ownership documentation processing.
- Provide office supplies, facilitate mobile visits and support registration efforts in areas lacking permanent government representation.

Recommendations

7. Consider supporting delimitation of property boundaries where needed

- Where property was previously surveyed and boundaries are unclear due to total destruction, consider supporting technical or community-based processes to reestablish clear property lines before shelter reconstruction.
- In areas with party walls or shared structures, facilitating early dialogue between neighbours may help mitigate future disputes.

8. Further research

- Building on the findings of this rapid assessment, a more comprehensive HLP analysis may be warranted to better understand the full range of HLP issues arising from the conflict—including tenure security, informal arrangements, inheritance claims and restitution pathways.
- Such an analysis could inform future durable solutions planning and ensure HLP risks are adequately addressed across the response

LEBANON
Response Plan

AoB: Accountability to Affected Populations

Elisa Cappelletti, AAP & PSEA Network Coordinator (OCHA)

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Thank You